AT&T Exhibit 1

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Before the FEDERAL COMMUNICATIONS COMMISSION Washington, D.C. 20554

In the Matter of

Number Portability Query Services

CC Docket No. 98-14

Ameritech Tariff F.C.C. No. 2, Transmittal Nos. 1123, 1130 CCB/CPD 97-46

Bell Atlantic Tariff F.C.C. No. 1, Transmittal No. 1009 CCB/CPD 97-52

OPPOSITION TO DIRECT CASES

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TABLE OF CONTENTS

		TAKE
SUM	MARY	i
I.	AMERITECH AND BELL ATLANTIC HAVE CLEARLY FAILED TO MEET THEIR BURDEN OF PROOF	2
П.	THE COMMISSIONS LNP ORDERS PROHIBIT CHARGES FOR QUERIES UNLESS A CALL TERMINATES TO AN END OFFICE FROM WHICH AT LEAST ONE NUMBER HAS BEEN PORTED	7
ш.	THE COMMISSION'S PRIOR ORDERS MAKE CLEAR THAT QUERY CHARGES SHOULD BE BASED ON INCREMENTAL, NOT FULLY DISTRIBUTED, COSTS	9
IV.	BELL ATLANTIC'S CHARGES IMPROPERLY INCLUDE COSTS OF SS7, OSS AND BILLING SYSTEMS THAT ARE NOT DIRECTLY RELATED TO LNP QUERY SERVICES	
V.	AMERITECH'S PROPOSED NONRECURRING CHARGES ARE FACIALLY UNREASONABLE	12
VI.	AMERITECH AND BELL ATLANTIC FAIL TO PROVIDE ADEQUATE JUSTIFICATION FOR THEIR QUERY DEMAND FORECASTS	13
VII.	AMERITECH'S PROPOSED BLOCKING STANDARDS VIOLATE THE COMMISSION'S PRIOR LNP ORDERS	16
CON	CLUSION	18

SUMMARY

The Commission's <u>Designation Order</u> in the instant proceeding found that Ameritech's and Bell Atlantic's LNP query service tariffs failed to provide sufficient cost justification or other support to demonstrate the reasonableness of the charges they proposed. Despite these unequivocal findings, the direct cases offer only halfhearted efforts to justify the tariffed query charges — efforts which are patently inadequate to carry the RBOCs' burden of proof. The data Ameritech and Bell Atlantic do provide, however, serve to create more questions than they answer, and in many instances reveal significant inconsistencies or flawed assumptions. Accordingly, the Commission should reject Ameritech's and Bell Atlantic's tariffs as unlawful, and direct them to re-file their LNP query service tariffs with proper supporting data.

To the limited extent that Ameritech's and Bell Atlantic's filings do permit meaningful analysis, it is plain that their LNP query tariffs are deeply flawed. First, their tariff filings indicate that both RBOCs intend to charge for unnecessary LNP queries, in direct contravention of the NANC Process Flows adopted in the Commission's LNP Second Report and Order. Both tariffs also improperly use fully distributed, rather than incremental, costs — contrary to the Commission's prior guidance regarding cost recovery for interim number portability.

Bell Atlantic's tariff impermissibly seeks to allocate costs for modifications to SS7, OSSa, and other systems that are neither caused by, nor related to, LNP query services. In contrast, Ameritech's filing candidly admits that the majority of its systems-related costs to implement LNP are not used to provide or bill LNP query service, and so claims to have excluded those unrelated costs.

Ameritech's tariff estimates that it will require an utterly implausible seven hours per account per month simply to establish an account for billing default LNP queries. Moreover, it proposes to levy this so-called "nonrecurring" charge on N-1 carriers in each and every month that they deliver default traffic to Ameritech's network. In direct contrast, Bell Atlantic does not propose any such explicit "non-recurring" charge for default queries. Ameritech's proposed charge is plainly unreasonable and should be rejected.

Ameritech's and Bell Atlantic's query demand estimates differ wildly, laying bare the uncertainty inherent in predicting LNP query volumes. Such forecasts are, however derived, no more than "best guesses" as to how fast local competition will develop and how many customers will choose to port their numbers. Given the radical uncertainty surrounding query demand forecasting, and the fact that the number of queries one assumes is a major determinant of per query charges, the Commission should approve tariffs for LNP query rates only on a yearly basis, and direct that subsequent year's tariffs be adjusted to reflect over- or undercharging from the previous year.

Finally, the Commission should reject Ameritech's proposal to block prearranged queries that exceed carriers' forecast volumes by more than 125%. Ameritech should not be permitted to require its potential competitors to provide it with forecasts of their anticipated query volumes, and in all events offers no justification for its arbitrary 125% cut-off. More fundamentally, the Commission's LNP Second Report and Order adopted NANC recommendations, arrived at by industry consensus, that simply do not permit carriers to block prearranged queries.

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Transmittal No. 1009

CCB/CPD 97-52

OPPOSITION TO DIRECT CASES

Pursuant to the January 30, 1998 Order Designating Issues For

Investigation ("Designation Order"), AT&T Corp. ("AT&T") hereby opposes the direct
cases filed by Ameritech and Bell Atlantic concerning the lawfulness of their long-term
number portability query service tariff ("LNP query service") filings. For the reasons
discussed below, Ameritech and Bell Atlantic fail even to shoulder — much less to carry—
their burden of proving that the rates they seek to establish are just and reasonable. What
little data these RBOCs do provide merely serves to raise significant doubts as to the
validity of their filings. Accordingly, the tariffs at issue should be rejected as unlawful, and

In this investigation, Ameritech and Bell Atlantic bear the burden of proving that their tariffs are just and reasonable. 47 U.S.C. § 204(a)(1); see also Designation Order. ¶ 9.

Bell Atlantic and Ameritech should be directed to re-file LNP query tariffs with proper supporting data.

I. AMERITECH AND BELL ATLANTIC HAVE CLEARLY FAILED TO MEET THEIR BURDEN OF PROOF

The Commission's order suspending the instant tariffs found that

Ameritech and Bell Atlantic have not provided sufficient cost justification and other support to demonstrate the reasonableness of the proposed charges and rate structures. For example, Ameritech and Bell Atlantic have not provided a sufficiently detailed explanation of the calculation of their proposed rates in relation to their costs....²

Despite this unequivocal conclusion that the RBOCs must come forth with further, more detailed justification for their proposed rates, neither direct case offers either sufficient data to permit the Commission or commenters to evaluate their proposed rates, or meaningful explanations of many of their assumptions or calculations. Bell Atlantic's direct case offers a scant 5 pages of text and a single page of summary figures.

Ameritech's direct case, though more prolix, also presents virtually no actual figures to support its claims. The RBOCs' halfhearted efforts are patently inadequate to satisfy the Designation Order's requirement that they "present their costs in terms of the categories the Commission developed," "break investment and expense estimates into these categories," and "identify costs with sufficient specificity to allow the Commission and

Memorandum Opinion and Order, <u>Petition Of Ameritech To Establish A New Access Tariff Service And Rate Elements Pursuant To Part 69 Of The Commission's Rules.</u> CCB/CPD 97-46, released October 30, 1997, ¶ 18 ("Suspension Order").

other parties to evaluate them." The Commission can and should reject the LNP query tariffs on this basis alone.

The perfunctory nature of the RBOCs' direct cases makes it impossible to test many of their key assertions. The data Ameritech and Bell Atlantic do provide, however, create more questions than they answer. For example:

- A catch-all category of so-called "Other Direct Expenses" accounts for over 82% of the cost of Ameritech's tandem queries, and over 90% of end office queries. Undefined "other expenses" make up 14% of recurring charges for Bell Atlantic's end office queries, and 30% of those charges for tandem and database queries. Neither Ameritech nor Bell Atlantic explains what items are included in these categories.
- Both Bell Atlantic and Ameritech seek to charge significantly higher rates for queries from end offices than from tandem switches, and both assert that this differential is due to increased costs to provide transport from end offices. Neither RBOC explains how its transport costs are calculated, making it impossible to determine the reasonableness of their transport cost assumptions.
- Bell Atlantic assumes a 15% cost of capital, but provides no justification for this figure, which is far higher than is reasonable. In contrast, Ameritech assumes a cost of capital of just 10%.

Designation Order, ¶ 15.

⁴ Ameritech Transmittal No. 1123, Sept. 16, 1997, D&J Ex. 1, pp. 1-2.

Bell Atlantic Transmittal No. 1009, Oct. 30, 1997, Workpapers 7-1 through 7-3.

An appropriate cost of capital rate would be approximately 10%. See, e.g., AT&T ex parte filed December 11, 1997, Federal-State Board On Universal Service, CC Docket 96-45, Hatfield Model Release 5.0, Model Description, p. 60 (deriving cost of capital of 10.01%) ("Hatfield Model Release 5.0 Model Description").

Ameritech's cost of capital rate is computed from the per query investment, depreciation, and cost of money amounts from Ameritech Transmittal No. 1123, D&J Ex. 1, using standard financial calculations. Likewise, Bell Atlantic's 15% cost of capital rate is computed from the per query investment, depreciation, and cost of money amounts in Bell Atlantic Transmittal No. 1009, Workpaper 7-1.

- Both Bell Atlantic and Ameritech appear to calculate depreciation using too short a life Bell Atlantic uses approximately 6.4 years, while Ameritech uses approximately 7 years. No explanation is provided for the appropriateness of these depreciation lives. The current version (5.0) of the Hatfield Model does not calculate STP and SCP lives separately, but includes those lives in its digital switching category, which assumes a depreciation life of 16.66 years.
- The single-page attachment to Bell Atlantic's direct case depicts expenses for multiple right-to-use fees as well as STP maintenance and administrative charges. No information is provided as to sources of these charges, which may have been recovered in previous or ongoing state proceedings or may otherwise be improper.
- Ameritech states at page 7 of its direct case that its query rates include "a factor representing the percent [sic] of additional employee related expenses required to provision the query service." However, Ameritech nowhere explains how it calculated this employee expense factor, and it is thus impossible to evaluate its reasonableness.

Moreover, the <u>Suspension Order</u> expressly conditioned its ruling on Ameritech's and Bell Atlantic's compliance with the yet-to-be-established LNP cost recovery rules.

The grant of these petitions [to establish the LNP query rate elements] will be subject to the Commission's determinations in CC Docket No. 95-116. We will require Ameritech and Bell Atlantic to conform their rates, rate structures, regulations, and services offered in these tariffs to any determinations made by the Commission in that proceeding. 10

Ameritech Transmittal No. 1123, D&J Ex. 1; Bell Atlantic Transmittal No. 1009, Workpapers 7-1 through 7-3.

See Hatfield Model Release 5.0 Model Description, pp. 61. The Hatfield Model determined service lives for 23 categories of equipment "based on their average projection lives adjusted for net salvage value as determined by the three-way meetings (FCC, State Commissions, LEC) for 76 LEC study areas including all of the RBOCs, SNET, Cincinnati Bell, and numerous GTE and United companies." Id., p. 60.

Suspension Order, ¶ 17.

As of the date of this Opposition the LNP cost recovery rules have not been issued.

Accordingly, Bell Atlantic's and Ameritech's tariffs are based on each RBOC's assumptions as to what those rules might require.

It is plain, however, that Bell Atlantic's and Ameritech's conceptions of LNP cost recovery differ widely. For example, Bell Atlantic argues that all of its LNP-related costs to upgrade its SS7, OSS and billing systems should be factored into its query charges, including, inter alia, modifications to ordering systems that will be used to manage the actual porting of numbers, and systems that track maintenance requests from Bell Atlantic customers. In contrast, Ameritech asserts that it included systems-related costs "only to the extent they were necessary for the provision of query service," and so did not include systems changes that related to, e.g., the porting of numbers rather than to querying. 12

Neither the Commission nor commenters can reasonably hope to fully evaluate the RBOCs' compliance with standards that do not yet exist. This fundamental fact has sweeping implications. Bell Atlantic summarily asserts that its proposed rates include only Type I (shared industry costs of LNP) and Type II (costs directly related to LNP) costs. ¹³ But at this point, that claim is mere puffing — the Commission has yet to

See Bell Atlantic Direct Case, pp. 2-3.

Ameritech Direct Case, p. 5. It also bears noting that SBC proposed a rate of only 0.3 cents for both end office and tandem LNP queries — which is significantly lower than Ameritech's or Bell Atlantic's proposals, and which contrasts with those RBOCs' suggestion that end office and tandem queries should be priced differently. See SBC Transmittal No. 2638, Tariff F.C.C. No. 73, Section 34.5.

See Bell Atlantic Direct Case, p. 2.

specify what expenses will be deemed "Type II" costs and, as Bell Atlantic well knows, that issue has been hotly disputed in the Commission's cost recovery proceeding. The absence of LNP cost recovery rules makes meaningful evaluation of the instant tariffs impossible. Bell Atlantic and Ameritech can simply assume away almost any objection by hypothesizing that the Commission might allow them to do precisely what they propose.

In sum, Ameritech and Bell Atlantic have provided so little information that the Commission cannot reasonably hope to prescribe appropriate rates for LNP queries based on the record in this proceeding. Given the procedural posture of this matter, the Commission should reject the instant tariffs and order the BOCs to re-file them with proper cost support, in order to protect query purchasers from overcharges.¹⁴

Neither Bell Atlantic nor Ameritech would be injured by being required to re-file their LNP query service tariffs — indeed, they have invited that result by opting not to provide the information required by the <u>Designation Order</u>. On the day that direct cases in this investigation were due, SBC and Pacific Bell sought permission to withdraw

Section 204(a)(2)(A) of the Communications Act requires the Commission to resolve the instant investigation within five months after the date that the LNP query tariffs became effective. That five-month period will have run at the end of March 1998. After that time, Ameritech and Bell Atlantic are likely to contend that the Commission no longer has the power to continue in effect the accounting order established for this proceeding or to order retroactive adjustments to the tariffed LNP query rates, even if those charges are unreasonable or are contrary to its cost recovery rules. Such a result would be both irrational and unjust, as it would deprive carriers that must purchase LNP query services from the instant tariffs of all legal remedies against overcharges. To prevent that result, the Commission should, as shown above, reject the tariffs under investigation in this proceeding and order Ameritech and Bell Atlantic to re-file new LNP query service tariffs.

their existing LNP query tariffs, and indicated that they intended to file new tariffs for those services in March. ¹⁵ Meanwhile, U S West, GTE and BellSouth have yet to file LNP query tariffs of any kind. Thus, Bell Atlantic's and Ameritech's fellow ILECs plainly believe that they have sufficient time to get the necessary query-related tariff provisions in place prior to implementation of permanent LNP.

With implementation of long-term LNP scheduled to begin March 31, 1998 in the first round of MSAs, there remains sufficient time for Ameritech and Bell Atlantic to file revised LNP query tariffs. When the BOCs re-file their LNP query tariffs with meaningful data to support them, the Commission should again suspend them for one day and set them for investigation — an investigation that can be conducted against the framework of the LNP cost recovery rules that the Commission is expected to release imminently.

II. THE COMMISSION'S LNP ORDERS PROHIBIT CHARGES FOR QUERIES UNLESS A CALL TERMINATES TO AN END OFFICE FROM WHICH AT LEAST ONE NUMBER HAS BEEN PORTED

Even if their rates were otherwise properly cost-supported (and, as shown above, they are not) both Ameritech's and Bell Atlantic's tariff filings indicate that those RBOCs intend to charge for unnecessary LNP queries — a practice that would be facially unreasonable. The NANC Process Flows, which the Commission adopted in the Second

See Southwestern Bell Telephone Company, Response to Order Designating Issues for Investigation and Motion to Terminate Investigation Order, filed February 13, 1998, p. 2, in Number Portability Ouery Services. CC Docket No. 98-14; Pacific Bell, Response to Order Designating Issues for Investigation and Motion to Terminate Investigation Order, p. 2, filed February 13, 1998, in id.

Report and Order in its LNP docket, specify that queries need only be performed when at least one number has been ported from an NXX.¹⁶ That is, N-1 carriers are not required to perform queries before delivering a call to an NXX unless a number in that NXX has actually been ported.

Contrary to this requirement, Ameritech's tariff states that

Terminating calls from N-1 carriers upon which a query has not been performed to numbers in the Telephone Company's network with NXX codes that have been designated as portable may require a query to the LNP data base.¹⁷

Similarly, Bell Atlantic's tariff indicates that queries will be performed for calls "to numbers in the Telephone Company's network with NXX codes that have been designated as portable." Both RBOCs' tariffs thus propose to charge N-1 carriers for queries as soon as an NXX is designated as portable — that is, as soon as permanent LNP becomes available — rather than after a number has actually been ported in that NXX. These tariff provisions will require all N-1 carriers to perform unnecessary queries before delivering traffic to —meritech's or Bell Atlantic's NXXs (if they have that capability, as many N-1

See North American Numbering Council, Local Number Portability Administration Selection Working Group, LNPA Technical & Operational Requirements Task Force Report, April 25, 1997, Appendix B, Figure 9, (adopted by the Commission in Second Report and Order, Telephone Number Portability, CC Docket No. 95-116, FCC 97-289, released August 18, 1997, ¶ 52 ("LNP Second Report and Order").

Ameritech Transmittal No. 1123, p. 166.4.1 (emphasis added).

Bell Atlantic Transmittal No. 1009, p. 890.19. At a subsequent page of its tariff, Bell Atlantic states that it only will charge for end office queries "to a Directory Number that has been ported out of the Telephone Company donor switch to a recipient switch" — that is, for calls to numbers that have actually been ported. Id., p. 890.22.

carriers will not), or else pay those RBOCs for performing a service that is both pointless and contrary to the Commission's policies.

The only possible justification for requiring queries to be performed for every NXX designated as portable is to increase the potential revenues for LNP query services. N-1 carriers that deliver traffic to an NXX on an unqueried basis, in full accord with the NANC process flows adopted by the Commission, should not be required to pay for this utterly superfluous "service."

III. THE COMMISSION'S PRIOR ORDERS MAKE CLEAR THAT QUERY CHARGES SHOULD BE BASED ON INCREMENTAL, NOT FULLY DISTRIBUTED, COSTS

The <u>Designation Order</u> also seeks comment as to "whether carriers may include a fully distributed cost annual charge factor in query charges." The Commission's <u>First Report and Order</u> in its <u>LNP</u> docket unequivocally held that incremental costs, not fully distributed costs, are the proper measure of <u>interim LNP</u> costs: "The costs of currently available number portability are the incremental costs incurred by a LEC to transfer numbers initially and subsequently forward calls to new service providers using existing RCF, DID, or other comparable measures." Neither Ameritech nor Bell Atlantic even attempts to distinguish this prior finding, or to explain why the Commission's

Designation Order, ¶ 9.

First Report and Order and Further Notice of Proposed Rulemaking, <u>Telephone Number Portability</u>, CC Docket No. 95-116, FCC 96-286, released July 2, 1996, ¶ 129; see also, e.g., id., ¶ 130 ("states may apportion the incremental costs of currently available [LNP] measures among relevant carriers"), 136 (approving New York scheme to allocate "incremental costs of currently available number portability measures" and similar proposal in Illinois).

cost recovery standards for interim portability are not fully applicable to permanent LNP in this regard.

As a preliminary matter, Ameritech argues at page 9 of its direct case that it "did not use a fully distributed cost methodology to develop its query service rates."

However, line 3 of Exhibit 3 to the Description and Justification filed with Ameritech's Transmittal No. 1123 is an "FDC annual charge factor," and so Ameritech's assertion cannot be credited.

In its Direct Case, Ameritech attempts to argue that LNP query service "is not the number portability required to be provided by LECs under Section 251(b)(2) ...

[and] its costs are thus not subject to the 'competitively neutral cost recovery' requirement of Section 251(e)(2)."

Ameritech then asserts that LNP query service is "a call-related database query service," and makes a passing citation to the Commission's LNP Second Report and Order as purported support for its claim.

In fact, nothing in any Commission order suggests that query service is anything other than an integral part of local number portability. Contrary to Ameritech's unelaborated suggestion that § 251(b)(2) somehow excludes query service from the scope of LNP, that section requires LECs to provide local number portability "in accordance with requirements prescribed by the Commission." The Commission has explicitly required LECs to provide query service for default-routed calls, making plain that that

Ameritech Direct Case, pp. 9-10.

<u>Id.</u>, p. 10.

service is an essential aspect of LNP, without which that system would be far less reliable and stable.

The RBOCs' use of fully distributed costs ("FDC") simply cannot be justified. Ameritech and Bell Atlantic presumably already are recovering their full costs for "overhead" in their other rates — to permit them to spread portion of those costs over query services would authorize a double recovery. Moreover, even if an FDC methodology were appropriate for LNP query services (which it is not), the FDC factors used in the instant tariffs are patently unreasonable. Ameritech's FDC factor increases its proposed rates by over 77%, while Bell Atlantic uses fully distributed loading of 60%. Recent state proceedings in Bell Atlantic's territory to determine overhead loading factors for unbundled network elements have used a figure of approximately ten percent.

IV. BELL ATLANTIC'S CHARGES IMPROPERLY INCLUDE COSTS OF SS7, OSS AND BILLING SYSTEMS THAT ARE NOT DIRECTLY RELATED TO LNP OUERY SERVICES

Paragraph 9 of the <u>Designation Order</u> seeks comment on whether costs to modify SS7, OSS and billing systems "are costs not directly related to providing local number portability, and therefore are not properly included in query charges." As discussed above, Ameritech states that its rates include SS7, OSS and billing systems costs "only to the extent they were necessary for the provision of query service," and so did not include costs attributable to other aspects of LNP. ²⁴ In fact, Ameritech concludes that

Ameritech Transmittal No. 1123, D&J Exhibit 3; Bell Atlantic Transmittal No. 1009, D&J Workpaper 7-5.

Ameritech Direct Case, p. 5.

"most costs are required for LNP generally, but are not used to provide or bill the Query Service."25

Ameritech's observations point out what should be axiomatic: costs such as modifications to provisioning systems that will be used to process requests to port numbers, or to enable Bell Atlantic's internal billing and maintenance systems to identify customers by LRN rather than by telephone number, should not be attributed to LNP query services. N-1 carriers that purchase queries do not cause such costs, and do not benefit from them (at least not in their role as N-1 carriers). The proper costs for inclusion in query charges are those that an N-1 carrier would incur to perform queries on its own behalf — that is, for example, the costs that a carrier that served only as an IXC would bear. Plainly, many of the costs Bell Atlantic seeks to build into its query charges fail this test, and so must be excluded.

V. AMERITECH'S PROPOSED NONRECURRING CHARGES ARE FACIALLY UNREASONABLE

Paragraph 14 of the <u>Designation Order</u> finds that "[i]n general, carriers have failed to justify" their proposed nonrecurring charges. Ameritech's Transmittal No. 1123 indicates that RBOC estimated that it will require seven hours per account per month simply to establish an account for billing default LNP queries. This "nonrecurring" charge will be levied on an N-1 carrier in each and every month that it delivers default traffic to Ameritech's network.

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^{25 &}lt;u>Id.</u>, p. 6 (emphasis added).

Ameritech Transmittal No. 1123, D&J Exhibit 2.

Ameritech's direct case offers only that this charge is justified because its employees will have to "manually investigate[] and bill[] an N-1 carrier for Default Traffic."

Traffic."

Its seven-hour estimate is radically overstated, however, for a task which should require little more than determining the appropriate carrier and entering a billing name and address in a computer system. Further, all or virtually all customers of Ameritech's "default query" service will also be purchasing exchange access from that ILEC on a regular basis in order to terminate interexchange calls in its territory.

Ameritech therefore in most cases already will have established an account with those carriers, and therefore should not need to impose any non-recurring charges relating to billing.

Moreover, there is no basis for Ameritech's proposal to impose this socalled "nonrecurring" charge on a monthly basis. After a carrier has been billed during one
month for default LNP query service, Ameritech cannot plausibly contend that it will
require seven hours to set up billing in each subsequent month. In contrast, Bell Atlantic
does not propose any such explicit "non-recurring" charge for default queries.

VI. AMERITECH AND BELL ATLANTIC FAIL TO PROVIDE ADEQUATE JUSTIFICATION FOR THEIR OUERY DEMAND FORECASTS

The Commission also sought comment on whether carriers' query demand forecasts are reasonable, and how they should treat their own demand. Query demand levels are critical to LNP query service rates, as that figure determines how widely the overall costs of queries will be spread, and thus the ultimate cost of that service.

Ameritech Direct Case, p. 17.

Bell Atlantic's direct case does nothing more than refer to its previously filed Description and Justification (which the Designation Order already found lacking). and state that it included its own queries in its calculations and that these queries constituted 99.3617% of its total query demand.28 That RBOC provides no information of any kind as to how it actually determined its total query volume. The information Bell Atlantic does provide, however, raises serious questions about its methodology.

First, Bell Atlantic's forecasted queries are based on the first year of LNP implementation ("year 1"). If year 1 costs were also used to determine Bell Atlantic's per query charge (it is impossible to determine this from the data Bell Atlantic submitted). then that practice would tend to inflate the tariffed rates. According to the attachment to the Bell Atlantic's direct case, its LNP costs for year 1 are the highest of the years covered by its projections. At the same time, it is also reasonable to assume that year 1 query volumes will be the lowest of the years covered by Bell Atlantic's figures, because the porting of telephone numbers will just be beginning. Thus, using year 1 figures to derive the per query rate would tend to make the numerator (costs) in the per query costs equation larger, while decreasing the denominator (number of queries), and thereby overstating the per query charge.

Further, based on the information Bell Atlantic's direct case gives as to query volumes, its investment per query appears to be significantly overstated. Bell Atlantic states at page 4 of its direct case that it estimated that its own traffic will account

²⁸ Bell Atlantic Direct Case, p. 4.

for 99.3617% of its total query volume. Workpaper 7-6 of its Transmittal No. 1009 shows that non-Bell Atlantic queries were estimated at 550.228 million. Therefore, the total number of queries Bell Atlantic expects should be 550.228 million / .006383, or 86.202 billion queries. Workpaper 7-2 states that investment per query is \$0,002885. Therefore, Bell Atlantic's total investment is \$6.202 billion x \$0.002885 = \$248.7 million. However, according to the attachment to Bell Atlantic's direct case, its total 5-year investment is \$90.7 million.

Ameritech states at page 15 of its direct case that it estimates that 15% of its queries will be for carriers other than itself. This figure is many orders of magnitude greater than Bell Atlantic's estimated .006383% queries for carriers other than itself, and serves to highlight the uncertainty of the entire enterprise of predicting LNP query volumes. Such forecasts are, however derived, no more than "best guesses" as to how fast local competition will develop and how many customers will choose to port their numbers — issues which telecommunications industry participants, investors, and federal and state government officials would readily agree defy confident prediction.

Ameritech's proposed requirement that carriers requesting prearranged query service provide 3-month rolling estimates of their traffic volumes would add little, if any, additional certainty to query demand forecasts, as N-1 carriers are unlikely to have significantly greater insight into the future of local competition than does Ameritech. Further, any marginal added accuracy that Ameritech's proposal might yield is greatly outweighed by its anticompetitive aspects. It is readily foreseeable that requiring carriers to report expected call volumes at each end office and tandem could provide Ameritech with valuable competitive intelligence about its direct competitors. It should be sufficient for carriers to report whether or not they intend primarily to utilize their own or another carrier's query services, or to use Ameritech's.

Given the radical uncertainty surrounding query demand forecasting, and the fact that the number of queries one assumes is a major determinant of per query charges, the Commission should approve tariffs for LNP query rates only on a yearly basis, and direct that subsequent year's tariffs be adjusted to reflect over- or undercharging from the previous year. By this means, the charges carriers pay over a period of years will tend to more closely reflect the actual costs of LNP query service than could be achieved by attempting multi-year demand forecasts.

VII. AMERITECH'S PROPOSED BLOCKING STANDARDS VIOLATE THE COMMISSION'S PRIOR LNP ORDERS

Ameritech proposes to block prearranged queries that exceed carriers' forecast volumes by more than 125% when that traffic "threatens to disrupt operation of its network and impair network reliability." The Commission should reject this proposal on two grounds: First, as AT&T has shown, Ameritech should not be permitted to require carriers that seek to prearrange queries to submit forecasts of their anticipated query volumes. Because Ameritech should not be allowed to require such forecasts, it accordingly may not block carriers' LNP queries on the grounds that their forecasts fail to meet a particular accuracy threshold. Moreover, even if Ameritech's proposed 125% blocking standard were otherwise permissible, its direct case offers no justification for that arbitrary cut-off. Although Ameritech describes its intention to comply with industry

See Ameritech Direct Case, p. 24; Ameritech Transmittal No. 1130, § 6.4.2(C)(3).

standards regarding its SCP capacity utilization,³⁰ it nowhere explains how it derives its tariffed 125% figure from this analysis.

Ameritech's proposal also should be rejected on the grounds that the Commission's LNP Second Report and Order does not permit carriers to block prearranged queries. That order adopted a NANC recommendation that the Commission "permit carriers to block 'default routed calls' coming into their networks."

The NANC recommendation made no provision for blocking prearranged queries, providing only that:

Unless specified in business arrangements, carriers may block <u>default routed calls</u> incoming to their network in order to protect against overload, congestion, or failure propagation that are caused by the defaulted calls.³²

Nothing in the <u>LNP Second Report and Order</u> suggests that LECs may block prearranged queries in addition to default routed calls. In fact, that order urges CMRS providers, who are not responsible for querying calls until December 31,1998, "to make arrangements with LECs as soon as possible to ensure that their calls are not blocked." As that order recognizes, the NANC's LNP architecture recommendations "represent industry consensus" and were not challenged by any party when the Commission sought public

Ameritech Direct Case, pp. 20-21.

LNP Second Report and Order, ¶ 76; see also id. ("we will allow LECs to block definit routed calls, but only in specific circumstances when failure to do so is likely to impair network reliability") (emphasis added).

North American Numbering Council, Local Number Portability Administration Selection Working Group, LNPA Technical & Operational Requirements Task Force Report, April 25, 1997, § 7.10 (emphasis added).

LNP Second Report and Order, ¶ 78.

comment on that document.³⁴ Ameritech should not now be permitted to seek to modify the terms on which all carriers and the Commission have agreed LNP should be administered.

CONCLUSION

For the foregoing reasons, the Commission should reject the Ameritech and Bell Atlantic LNP query service tariffs under investigation in this proceeding.

Respectfully submitted,

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Its Attorneys

Room 3247H3 295 North Maple Avenue Basking Ridge, NJ 07920 (908) 221-4617

February 20, 1998

14, 971.

CERTIFICATE OF SERVICE

I, Terri Yannotta, do hereby certify that on this 20th day of February, 1998, a copy of the foregoing "Opposition To Direct Cases" was mailed by U.S. first class mail, postage prepaid, to the parties listed below:

John M. Goodman, Esq.
Michael E. Glover, Esq.
Bell Atlantic Telephone Companies
1300 I Street, N.W.
Washington, DC 20005

Larry A. Peck, Esq. Ameritech 2000 West Ameritech Center Drive Room 4H86 Hoffman Estates, IL 60196-1025

/s/ Terri Yannotta
Terri Yannotta

February 20, 1998

AT&T Exhibit 2



Frank S. Simone
Government Affairs Director

Suite 1000 1120 20th Street, N.W. Washington, DC 20036 202 457-2321 FAX 202 457-2165 (simone@tgamgw.attmail.com

September 25, 1997

RECEIVED

Mr. William F. Caton, Acting Secretary Federal Communications Commission 1919 M Street, N. W. – Room 222 Washington, D. C. 20554 SEP 2 5 1997

FEDERAL COMMUNICATIONS COMMISSION
OFFICE OF THE SECRETARY

Re: Ex parte - CC Docket No. 95-116. Telephone Number Portability

Dear Mr. Caton:

Today, Albert Lewis, Harry Sugar and I, all of AT&T, met with Kathy Franco, Legal Advisor to Commissioner Chong. The purpose of the meeting was to discuss AT&T's position on the allocation of and recovery of local number portability implementation costs as previously expressed in its comments in the above-referenced proceeding. The attached documents were used as a discussion guide.

Two copies of this Notice are being submitted to the Secretary of the FCC, in accordance with Section 1.1206(a)(1) of the Commission's rules.

Sincerely,

ATTACHMENT

cc: K. Franco

Recycled Paper

CC Docket No. 95-116, FNPRM Telephone Number Portability Cost Recovery

The Record

The record in this proceeding supports the following Commission action:

• Recognizing that the pooling and allocating of number portability costs rewards inefficent behavior and requiring each carrier to bear its own costs

Ameritech: "A mechanism involving pooling is administratively expensive and may incent and reward inefficiency."

PacTel;

"Type 2 costs should not be pooled and allocated. Rather, each carrier

should bear its own costs."

A. Single

SBC:

"Each carrier recovers its own costs: ... This arrangement better ensures

that carriers will deploy more efficiently."

- Supporting a 5-year recovery period for number portability implementation costs
- · Recognizing Type 3 costs as general network upgrades and, therefore, not part of this proceeding

CC Docket No. 95-116, FNPRM Telephone Number Portability Cost Recovery

Remaining Issues

- We remain concerned that ILEC Type 2 cost estimates improperly include Type 3 costs
 - For example, many ILECs have included the cost of accelerated switch replacements as Type 2 costs
- ILEC number portability costs should not be passed through to other carriers as local interconnection rates or access rates.
 - "Application of the 'competitively neutral' standard requires each provider of telephone exchange service -incumbent or facilities-based entrant -- to recover its number portability costs from its own end-user customers
 and not from other facilities-based carriers." US West Comments, August 18, 1997.
- If the Commission agrees that ILEC recovery of number portability implementation costs through charges to other carriers is inappropriate and/or not competitively neutral, then it should directly assign these costs to the intrastate jurisdiction as part of the separations process.
 - Absent direct assignment to the intrastate jurisdiction, AT&T estimates that approximately 15% of the number portability costs would be allocated to the interstate jurisdiction with only interstate access charges to IXCs as a recovery mechanism
 - This sets the stage for state commissions to allow number portability cost recovery via intrastate interconnection and access charges to other carriers

AT&T Exhibit 3



Frank S. Simone
Government Affairs Director

Suite 1000 1120 20th Street 11.77 Washington, DC 20036 202 457-2321 FAX 202 457-2165 fsimone@lgamgwiattmail.com

January 7, 1998

Ms. Magalie Roman Salas, Secretary Federal Communications Commission 1919 M Street, N. W. – Room 222 Washington, D. C. 20554

Re: CC Docket No. 95-116, Telephone Number Portability

Dear Ms. Roman Salas:

The attached letter was hand delivered to Mr. Metzger's office today. Please include a copy of this letter in the record of the above-referenced proceeding.

Two copies of this Notice are being submitted to the Secretary of the FCC in accordance with Section 1.1206(a)(1) of the Commission's rules.

Sincerely,

cc: T. Power

ATTACHMENT

J. Casserly

K. Dixon

P. Gallant

K. Martin

J. Schlichting

N. Fried



Frank S. Simone
Government Affairs Director

Suite 1000 1120 20th Street 1/1/4 Washington, DC 20036 202 457-2321 FAX 202 457-2165 (simone@gamgwiattmail.com

January 7, 1998

Mr. A. Richard Metzger, Chief Common Carrier Bureau Federal Communications Commission 1919 M Street, N.W. Washington, D.C. 20554

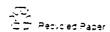
Re: CC Docket No. 95-116, Telephone Number Portability

Dear Mr. Metzger,

In its Second Report and Order in the Local Number Portability docket, the Commission concluded that the "N-1" carrier would be responsible for performing queries to identify the Location Routing Number ("LRN") required to route calls to the proper end office after implementation of permanent local number portability ("LNP"). That order held further that "if the N-1 carrier does not perform the query, but rather relies on some other entity to perform the query, that other entity may charge the N-1 carrier, in accordance with guidelines the Commission will establish to govern long-term number portability cost allocation and recovery."

AT&T has recently learned that some ILECs have announced plans to perform LNP-related queries for every call that they terminate to a central office (NXX) code that has been designated as LNP-capable, whether or not any telephone numbers have in fact been ported in that NXX. Such queries are both unnecessary and contrary to the Inter-Service Provider LNP Operations Flows-Code Opening Processes recommended by the North American Numbering Council (NANC) and approved by the Commission in the Second Report and Order. Indeed, the sole purpose of performing queries for such calls can only be to generate revenue for the ILEC that terminates them, as these queries are completely unnecessary to the proper functioning of LRN-based LNP, and are not contemplated by the NANC's Technical and

³ North American Numbering Council, Local Number Portability Administration Selection Working Group, LNPA Technical & Operational Requirements Task Force Report, Appendix B, Figure 9, April 25, 1997



Second Report and Order, <u>Telephone Number Portability</u>, CC Docket No. 95-116, FCC 97-289, released August 18, 1997, \$\frac{15}{2} 73-75 ("Second Report and Order"). As defined in that order, the N-1 carrier is the carrier that transfers a call to the "N" carrier — that is, the carrier that terminates that call to the end-user. See id., \$\frac{15}{2} 3, \text{ n.207}

² Id., paragraph 75.

Operations Task Force Report, as is explained below. Accordingly, in its upcoming LNP cost-recovery order the Commission should make clear that an entity performing queries on behalf of an N-1 carrier may not charge that carrier for queries made for calls to NXXs in which no number has yet been ported.

The operations flows for the code opening process were agreed to by the members of the NANC Technical and Operations Task Force, approved by the LNP Administration Working Group, and then endorsed by the full NANC and forwarded to the Commission as part of its recommendations on LNP implementation. The Commission then released the NANC recommendations for public comment. No party offered any objections to the proposed operations flows, and the Commission subsequently approved them in the Second Report and Order.⁴

The operations flows for the code opening process describe a two-step procedure. First, the NXX code holder notifies the NPAC/SMS that a specified NPA-NXX is to be opened for portability. The NPAC/SMS then provides advance notification to the carriers. In the second step, when the first telephone number ports in the NPA-NXX the NPAC/SMS notifies carriers, which then must complete the process of opening the code for LNP. The carriers have 5 days to activate the LNP trigger so that queries will be performed for calls terminating to numbers in the affected NPA-NXX. If no numbers have yet been ported in that NPA-NXX, there is simply no reason to perform LNP-related queries -- indeed, this is the reason behind the design of the LNP trigger described above.

The intent of this two-step procedure is to avoid unnecessary queries on calls to numbers in NPA-NXXs in which no number has yet ported. In this process, query volumes will increase gradually over time, rather than in one huge single step when LNP implementation is completed in an MSA.

AT&T does not believe that the Commission should dictate to carriers how they should introduce LNP into their networks. However, at a minimum, the Commission should clearly state in its upcoming order that if a carrier opts to perform queries on calls to numbers in NPA-NXXs in which no numbers have yet ported, that carrier may not charge the N-1 carrier for such queries.

Sincerely.

cc: T. Power

J. Casserly

K. Dixon

P. Gallant

K. Martin

J. Schlichting

N. Fried

See Second Report and Order, 54.

AT&T Exhibit 4



Frank S. Simone
Government Alfairs Director

Suite 1000 1120 20th Street, N. W. Washington, DC, 20036 202, 457-2321 FAX, 202, 457-2165 (simone@igamgw.attmail.com

March 18, 1998

RECEIVED

Ms. Magalie Roman Salas, Secretary Federal Communications Commission 1919 M Street, N. W. – Room 222 Washington, D. C. 20554

MAR 1 8 1998

FEDERAL COMMUNICATIONS COMMISSION OFFICE OF THE SECRETARY

Re: Ex parte, CC Docket No. 95-116, Telephone Number Portability

Dear Ms. Roman Salas:

The attached letter was delivered to Mr. Metzger's office today. Please include a copy of this letter in the record of the above-referenced proceeding.

Two copies of this Notice are being submitted to the Secretary of the Federal Communications Commission in accordance with Section 1.1206(a)(1) of the Commission's rules.

Sincerely,

ATTACHMENT

cc: T. Power

J. Casserly

K. Dixon

K. Martin

P. Gallant

J. Jackson

N. Fried

L. Collier

D. Conter

C. Barnekov



Frank S. Simone
Government Alfairs Director

Suite 1000 1120 20th Street, N. W. Washington, DC 20036 202 457-2321 FAX 202 457-2165 (simone@lgamgw.attmail.com

March 18, 1998

Mr. A. Richard Metzger, Jr., Chief Common Carrier Bureau Federal Communications Commission 1919 M Street, N.W. – Room 500 Washington, D.C. 20554

Re: CC Docket No. 95-116, Telephone Number Portability

In its March 12, 1998 ex parte letter in the above-captioned proceeding, SBC continues to argue that because it plans to perform unnecessary LNP queries for calls to NXXs as soon as they have been opened for portability, it therefore should be permitted to charge N-1 carriers for this utterly pointless "service." SBC is, of course, free to perform unneeded queries within its own network, if it chooses to do so. However, the Commission's LNP orders do not permit it to charge N-1 carriers for such queries.

As AT&T and other parties have shown in several recent pleadings,² the NANC Process Flows, which the Commission adopted in the <u>LNP Second Report and Order</u>, provide that queries need only be performed when at least one number <u>has been ported from an NXX</u>. That is, N-1 carriers are not required to perform queries before delivering a call to an NXX unless at least one number in that NXX actually has been ported.

Figure 9 of the NANC Process Flows, a copy of which is attached to this letter, plainly shows two distinct timelines: The first timeline, captioned "NPA-NXX Code Opening," depicts the process by which an NXX holder makes that NXX available for porting and

³ See North American Numbering Council, Local Number Portability Administration Selection Working Group, LNPA Technical & Operational Requirements Task Force Report, April 25, 1997, Appendix B, Figure 9, (adopted by the Commission in <u>Telephone Number Portability</u>, CC Docket No. 95-116, Second Report and Order, FCC 97-289, released August 18, 1997, § 52 ("LNP Second Report and Order")).



Letter from Lincoln E. Brown, Director, Federal Regulatory, SBC Telecommunications, Inc., to Magalie Roman Salas, Secretary, Federal Communications Commission, March 12, 1998.

See, e.g., Comments of AT&T Corp., filed March 9, 1998, pp. 10-14 in SBC Companies Petition for Waiver Under 47 C.F.R. § 52.3(d) And Petition For Extension Of Time Of The Local Number Portability Phase I Implementation Deadline, CC Docket No. 95-116, NSD File No. L-98-16.

notifies the NPAC/SMS that it has done so. A second, separate timeline in Figure 9, captioned "First TN Ported In NPA-NXX," indicates that after the first number is ported in an NXX, the NPAC/SMS broadcasts a "heads-up" notification to service providers, which then "complete the opening for the NPA-NXX code for porting in all switches." As a matter of simple logic, if SBC were correct that the NANC Process Flows require N-1 carriers to conduct queries for all calls to an NXX as soon as it is designated as portable, there would be no need for the second timeline in Figure 9. The requirement that service providers "complete the opening" of an NXX can only mean that they must then begin conducting queries for calls Any other interpretation renders the NPAC's 'heads-up" notification superfluous, as it would merely alert N-1 carriers to continue doing what SBC asserts they should have been doing along, namely querying calls to that NXX.

Perhaps the most fundamental problem with SBC's approach to LNP queries is that it would require queries to be performed for no purpose whatsoever. The bottom line is thus until a number actually ports in an NXX, no LNP query is necessary to properly route any call to that NXX. The Commission implicitly recognized this fact in the LNP Second Report and Order, when it defined a "default routed call":

A 'default routed call' situation would occur in a Location Routing Number system as follows: when a call is made to a telephone number in an exchange with any ported numbers, the N-1 carrier (or its contracted entity) queries a local Service Management System database to determine if the called number has been ported.

A LEC may only charge an N-1 carrier for querying a default-routed call when a call is placed to an NXX for which there exists some need to confirm the identity of the local carrier to which a particular number is assigned -- indeed, a "default-routed call" only occurs in that circumstance.

SBC's ex parte goes on to argue that activating LNP queries on an NXX-by-NXX basis would be "burdensome," and could create routing errors. This claim cannot be credited in light of the fact that Ameritech has made clear that it only intends to charge for LNP queries for calls to an NXX in which at least one number has ported. But even accepting SBC's claims arguendo, they demonstrate nothing more than the fact that SBC has not planned its PLNP implementation in a manner that comports with the Commission's requirements. Carriers that have designed their LNP processes to perform queries only after they receive the NPAC "heads up" notification in accordance with the NANC Process Flows should not be penalized because SBC has designed its network processes differently. SBC states in its ex parte that "No carrier indicated that NXX's [sic] in a given switch would require LNP activation at any time other than the initial deployment of LNP in that switch." Given the clear requirements of the NANC Process Flows and the LNP Second Report and Order, there was simply no need for

LNP Second Report and Order, ¶ 76 (emphasis added).

See Reply Comments of Ameritech, filed February 27, 1998, p. 14 ("Ameritech clarifies that it will only bill the Query Service rate on calls to a telephone number within a central office code (NXX) from which at least one number has been ported.") in Number Portability Query Services. CC Docket No. 95-116, CCB.CPD 97-46.

any carrier to so indicate. As AT&T stated above, if SBC believes that the manner in which it has chosen to implement LNP makes it necessary to query every call to an NXX that is open for portability (as Ameritech does not), it is free to do so. However, SBC may not charge N-1 carriers for unnecessary queries merely because it has elected to perform them.

SBC also attempts to argue that the dispute regarding its LNP query practices will not actually effect the amount it recovers in query charges. The March 12th ex parte contends that SBC's costs related to LNP query service will not be affected by the number of queries for which it can charge, and therefore that lowering the number of queries for which it can charge will simply make each query more expensive.

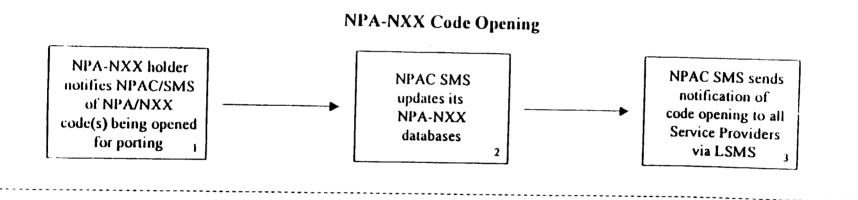
As a preliminary matter, this argument necessarily concedes a crucial point: SBC admits that performing queries only for calls to NXXs in which at least one number has been ported will not affect its costs. Accordingly, its protests that querying only such calls will require it to endure a "burdensome" process of activating each NXX for portability individually cannot be taken seriously, as by its own reckoning, any added "burden" will be so insubstantial that it will not cause any additional expense.

Further, SBC's argument that its proposal to charge N-1 carriers for unnecessary LNP queries will have no net cost effect fails to account for the fact that its proposal could affect the <u>identity</u> of its query service customers, not merely the per-query charge. Carriers such as AT&T that intend to perform their own LNP queries may nevertheless need to purchase LNP query service from other carriers if they are temporarily unable to perform queries for technical reasons. If LECs nationwide were to choose to perform LNP queries on all calls to NXXs designated as portable, an N-1 carrier that had designed its systems to comply with the NANC Process Flows might experience capacity and congestion problems until it could adjust to the sudden, tremendous volume of queries that it would be required to perform under SBC's new policy, and accordingly might be forced to purchase LNP query services that it otherwise could self-provision.

In summary, the Commission already has held that N-1 carriers are only required to perform (and to pay for) LNP queries for calls to an NXX in which at least one number has been ported, and should confirm that all tariffs for LNP query services must conform to this ruling.

Sincerely,

INTER-SERVICE PROVIDER LNP OPERATIONS FLOWS - CODE OPENING PROCESSES -



First TN Ported in NPA-NXX



Code Opening Processes Figure 9

NPA-NXX Code Opening

Step	Description
NPA-NXX holder notifies NPAC SMS of NPA-NXX Code(s) being opened for porting	The service provider responsible for the NPA- NXX being opened must notify the NPAC SMS via the SOA or LSMS interface within a regionally agreed to time frame.
2. NPAC SMS updates its NPA-NXX databases	NPAC SMS updates its databases to indicate that the NPA-NXX has been opened for porting.
NPAC SMS sends notification of code opening to all Service Providers via LSMS.	The NPAC SMS provides advance notification of the scheduled opening of NPA-NXX code(s) via the LSMS interface.

First TN Ported in NPA-NXX

Step	Description	
1 NPAC SMS receives subscription create request for first TN in NPA-NXX	Service Provider notifies NPAC SMS to create subscription for the first telephone number in an NPA-NXX.	
NPAC SMS sends notification of first TN ported to all service providers via SOA and LSMS	• When the NPAC SMS receives the first subscription create request in an NPA-NXX, it will broadcast a "heads-up" notification to all service providers via both the LSMS and SOA interfaces. Upon receipt of the NPAC message, all service providers, within five (5) business days, will complete the opening for the NPA-NXX code for porting in all switches.	

CERTIFICATE OF SERVICE

I, Terri Yannotta, do hereby certify that on this 10th day of July, 1998, a copy of the foregoing "Opposition To Direct Cases" was mailed by U.S. first class mail, postage prepaid, to the parties listed below:

John M. Goodman Michael E. Glover Bell Atlantic Telephone Companies 1300 I Street, N.W. Washington, DC 20005

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Robert M. Lynch
Durward D. Dupre
David F. Brown
Hope Thurrott
Southwestern Bell Telephone Company
and Pacific Bell
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San Antonio, Texas 78205

/s/ Terri Yannotta
Terri Yannotta

July 10, 1998

CERTIFICATE OF SERVICE

I, Terri Yannotta, do hereby certify that on this 21st day of January, 1999, a copy of the foregoing "Petition To Reject Or Suspend Tariffs" was mailed by U.S. first class mail, postage prepaid, and sent via facsimile to the parties listed below:

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Area Manager-Access Tariffs
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Facsimile No. (214) 858-0599

F. Gordon Maxon
GTE Service Corporation
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Suite 1200
Washington, DC 20036
Facsimile No. (202) 463-5239/5298

January 21, 1999

Mike Bishop
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Terri Yannotta